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PROGRAMME, THE ENVIRONMENT FUND AND ADMINISTRATIVE AND OTHER BUDGETARY MATTERS

Triennial review of the implementation of the recommendations made by the Committee for Programme and Coordination at its thirty-fifth session on the evaluation of the programme on environment

Note by the secretariat

1. The secretariat has the honour to circulate herewith report on the triennial review of the implementation of the recommendations made by the Committee for Programme and Coordination at its thirty-fifth session on the evaluation of the programme on environment.

2. The report was prepared by the UNEP Evaluation and Oversight Unit and is reproduced as it was received by the Governing Council secretariat, without formal editing.

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Annex

Triennial Review of the Implementation of the Recommendations made by the Committee for Programme and Coordination at its Thirty-Fifth Session on the Evaluation of the Programme on Environment

Summary

At its thirty-fifth session the Committee for Programme and Coordination considered the report of the Office of Internal Oversight Services on the in-depth evaluation of the United Nations programme on environment (E/AC.51/1995/3). The Committee agreed in general with the main thrust of the report which recommended that UNEP focus its activities by strengthening its partnership with other organisations within and outside the United Nations system.

This report on the in-depth evaluation of the United Nations programme on the environment was presented to the UNEP's 18th Governing Council and was adopted by Decision 18/5 of Governing Council. At its thirty-eighth session 1-26 June 1998 the Committee for Programme and Coordination E/AC.51/1998/5 recognized that UNEP had made significant progress towards implementing recommendations 4, 6, 9, 11, 13, 15 and 17 of the in-depth evaluation (E/AC.51/1995/3 and Corr. 1). It concluded that UNEP had not given adequate attention to key elements of the other recommendations, particularly in regard to (a) utilizing existing expertise within the United Nations System, (b) providing support to the implementation of environmental conventions, and (c) improving access to information for the non-scientific community, including decision makers and media.

The Committee for Programme and Coordination made two recommendations as follows:

Recommendation 1

Implementation of the recommendations made by the Committee on Programme and Coordination at its thirty-fifth session on the evaluation of the programme on environment.

UNEP should implement recommendations 1-3, 5, 7, 8, 10, 12, 14, 16 and 18-22, with due attention to the key elements highlighted in the present report. UNEP should report on this implementation to the Governing Council at its twentieth session.

Recommendation 2, Action on the Conclusions and recommendations of the Committee for Programme and Coordination at its thirty-seventh session. The present report, together with the conclusions and recommendations of the Committee for Programme and Coordination thereon, should be submitted to the UNEP High Level Committee of Ministers and Officials for review and action. A report on the implementation of the Committee for Programme and Coordination should be submitted to the Governing Council at its twentieth Session.

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The present report is submitted in accordance with the above recommendations of the Committee for Programme and Coordination.

Recommendations and Action Taken

Recommendation 1, Catalytic role of UNEP in emerging environmental issues.

UNEP should, in its catalytic role in emerging environmental issues, draw to a greater extent on the contributions of the United Nations system and of the international scientific and other professional communities, to ensure that problems of wide international significance receive appropriate and adequate consideration by governments, through the Governing Council and other bodies (E/AC.51/1995/3 and Corr. 1).

1. Action Taken

During the period under review 1995-1998 UNEP concluded several partnerships and collaborative agreements with the United Nations Agencies as well as with other organizations and communities. These include the following:

(a) By its decision GC.SS.V/2, Governing Council identified Environmental Information, assessment and research, including environmental emergency response capacity and strengthening the early warning as one of the five areas of concentration. UNEP is in the process of reorganizing, in which this GC decision and consequently CPC recommendation, will be duly implemented.

(b) The activities and outputs of GEMS/Water have been fully utilized in the preparation of UNEP Global Environment Outlook (GEO II) a draft which is submitted to GC. 20. GRID and ENRIN programmes are fully integrated into GEO II production. Due to financial constraints, UNEP's support to GEMS/Air has been suspended.

(c) Inter-agency consultations for GEO II have been done as was the case with GEO I production, through UN System-Wide Earthwatch Coordination Mechanism.

(d) INFOTERRA has addressed the right of access to environmental information by the public. The primary basis for operation at the national level is the consortium of key environmental information service providers and major user groups charged with the collective responsibility of providing an integrated national environmental information service.

(e) UN/ECE facilitated the negotiations of the Aarhus Convention and this Convention was signed by 36 Pan-European Countries and the European Union in Aarhus on 25th June 1998. Further, a strategic Action Plan entitled the Aarhus Initiative has been adopted and calls for action on four fronts by the INFOTERRA National Focal Points. The four fronts are:

(i) Promoting the Aarhus Convention;

(ii) Increasing the availability of environmental information;

(iii) Improving access to available environmental information; and

(iv) Strengthening the link between information access and public participation in decision making.

(f) Long-standing collaboration with agencies continued in a number of areas; for example, the collaboration of UNEP with the Food and Agricultural Organization of the United Nations in relation to safe use of pesticides and the conservation of genetic resources was maintained; the joint operation of the voluntary prior informed consent (PIC) led to the development of a legally binding instrument.

(g) UNEP plays a central role in the implementation of the recommendations of the United Nations Conference on the Environment and Development as task manager at the Inter-Agency Committee on Sustainable Development on the Sound Management of Toxic Chemicals.

(h) UNEP co-funded the International Programme on Chemical Safety with the International Labour Organization in 1980. Following UNCED, the mandates of the International Programme on Chemical Safety were strengthened and expanded.

(i) With regard to the catalytic role of UNEP in emerging environmental issues, within the framework of GEO, UNEP is working together with SCOPE (the Scientific Committee on Problems of the Environment), the GEO network of Collaborating Centres and, through UN System-Wide Earthwatch, with UN Agencies to identify emerging environmental issues and set in place a systematic mechanism to do so on a continuing basis.

Recommendation 2, UNEP Coordination of environmental programmes within the United Nations system (E.AC. 51/1995/3 and Corr. 1)

(a) UNEP should coordinate, under the guidance of the Governing Council, environmental programmes within the United Nations system in partnership with the relevant units in agencies and programmes in a manner conducive to other institutions assuming greater operational and financial responsibility;

(b) Coordination at the programmatic level within UNEP should be the responsibility of individual programme managers for each area of Agenda 21; they should maintain a continuous dialogue with their counterparts in the United Nations system, keeping the state of the environment and the effectiveness of United Nations environmental programmes under review; mechanisms for influencing other organizations at the programme level, such as the Earthwatch secretariat and the UNEP/Department of Humanitarian Affairs joint unit on environmental emergencies, should be utilized more systematically.

(c) Coordination of environmental programmes at the policy level should be carried out under the arrangements made to follow-up the United Nations Conference on Environment and Development; the necessary additional consultations with organizations within or outside the United nations system should be carried out on an ad hoc basis.

2. Action Taken

(a) During 1995-1998 period, a lack of resources in many agencies led to the reduction of collaborative efforts in some areas. The decrease in contribution to the Environment Fund led UNEP to utilize most of its fund resources to support internal projects. This led to reduced collaborative efforts with other UN Agencies.

(b) UNEP's programme managers are fully in charge of their programmes and the programme of work is developed in consultation with other international organizations. During the review period 1995-1998 UNEP has further built programme coordination mechanisms.

(c) In its decision 18/14 of 26th May 1995 the Governing Council welcomed the establishment of the Inter-Agency Environment Group, as a flexible consultative and advisory body meeting as and when required, to enable UNEP to discharge its coordination mandate effectively. UNEP being a coordinator on environmental questions, has been and will continue to ensure highest coordination with UN system organisations in its policy programme and project development and implementation. UNEP's collaborative efforts are demonstrated by various activities such as; organized Third Earthwatch Working Party 17-18 January 1996, completed revision of Earthwatch Website (August 1997), cooperated with UNDSD as co-Task Manager for Agenda 21, Chapter: to mention just a few.

Recommendation 3, Programmed UNEP activities

The Executive Director should, within her authority adjust the apportionments for each budget line by 20 per cent, redeploy resources for the Environment Fund programme during each biennium to address emerging issues for which no other institution has established mandates, recognized expertise or delivery capacity. The resources for the reallocations should be redeployed from those activities where other institutions have developed expertise and capacity to deliver or additional

funding from other sources besides the Environment Fund have been secured. The reallocation should be done in consultation with the institutions concerned (E/AC.5/1995/3 and Corr.1).

3. Action Taken

(a) UNEP during the review period, allocated resources to the various priority areas and ensured that emerging issues were recognized. However, the scope for redeployment of resources was significantly reduced by severe financial constraints (UNEP/GC.19/INF.3, para. 6).

(b) UNEP played and continues to play a significant role in new initiatives such as the Global Programme of Action for the Protection of the Marine Environment from land-Based Activities adopted in 1995. The long-established units of UNEP, such as the Oceans will address important aspects of this programme.

(c) In its decision GCSS VII the Governing Council confirmed 20% authority to the Executive Director to adjust the apportionments for each budget line. GC also welcomed the further reduction of administrative costs.

Recommendation 4, Credible Scientific Assessments

In its convenor capacity, UNEP should promote credible scientific assessments through independent expert groups, programmes agreed upon as a result of these assessments should receive governmental guidance and support as in the case of the Intergovernmental Forum on Chemical Safety (E/AC.51/1995/3 and Corr. 1).

4. Action Taken

(a) UNEP implemented recommendation 4 through its network of collaborating institutions promoting credible scientific assessment; UNEP also convened various expert groups to assist the programme with assessments in a wide range of issues. Several Global assessment reports were well received by the Governing Council and the Scientific Community. Credible scientific assessment is also being carried out in more systematic way through programmes such as the World Climate Programme, World Climate Impact Assessment and Response Strategies programme, the Climate Agenda, the International programme on Chemical Safety, the Global Ocean Observation System and others.

Recommendation 5, Coordination of environmental assessment within UNEP

The coordinator of the UNEP environmental assessment subprogramme should also coordinate activities related to assessment throughout UNEP and make recommendations on joint programming of assessment activities for the consideration of the Executive Director (E/AC.51/1995/3 and Corr. 1).

5. Action Taken

(a) In 1995, UNEP established the Division of Environmental Information and Assessment to coordinate all major assessments in the programme of work for the biennium 1996/1997.

(b) Internal coordination on environmental assessment is carried out through UNEP's internal daily discussion and periodic consultations through the management Board, Programme Coordination and Project Approval Group (PAG).

(c) Current organisational and programme restructuring include environmental information, assessment and research as one of the core functions of the organization.

Recommendation 6, Discontinuation of superseded UNEP assessment services.

Specialized databases and services currently established within UNEP which have been superseded by services offered in other institutions, such as some services within the International Register of Potentially Toxic Chemicals, should be discontinued; in such cases, UNEP should redirect queries and provide any other minimal assistance needed (E/AC.51/1995/3 and Corr.1).

6. Action Taken

(a) The Global Environmental Outlook programme is involved in identifying the core global data sets that are needed for global environment reporting. UNEP is still in the process of identifying which of its specialized databases have been superseded. The implementation of this recommendation is in progress and will be completed as per plan.

Recommendation 7, Access to scientific data.

UNEP should promote through Earthwatch a global policy of enhanced availability, within the framework of United Nations mandated programmes, of existing environmental data and the national or international levels so as to facilitate the delivery of environmental management tools intended for country decision makers (E/AC.51/1995/3) and Corr.1).

7. Action Taken

(a) UNEP considers the UN System-Wide Earthwatch coordination is for inter-agency environmental coordination among relevant UN agencies, and is not necessarily a proper forum for delivery of environmental information data to National Governments.

(b) ENRIN establishes and services strategic networks for assessment, policy consultations and to provide access to data for current and future regional and global assessments and reports; by

(i) brokering data access and mobilizing data resources of UNEP and its partners for environmental assessment;

(ii) identifying data gaps and developing the capacity to produce and use national, regional and global data sets and databases and meta data directories for assessment.

(iii) facilitating the compiling, adding value and disseminating new data sets/or developing databases to meet specific assessment needs.

(iv) providing technical assistance to partner institutions, to enhance environmental assessment and reporting capacities, data management, with a special focus on geo-referenced data.

(v) providing technical advice to governmental and intergovernmental organizations on applied geographic analysis and information technology.

Recommendation 8, National capacities for state of the environment information.

UNEP should promote through Earthwatch enhancement of national capacities to collect state of the environment information and to sue it at the national level for decision-making; such plans should include public participation in data collection efforts and should ensure scientific validity and proper control (E/AC.51/1995/3 and Corr.1).

8. Action Taken

(a) UNEP in collaboration with other organizations published a State of the Environment Source Book intended to assist governments in their State of the environment reporting. It also initiated activities to assist developing countries in building state of the environment assessment capacities.

Recommendation 9, A common set of indicators

In support of the work of the Inter-Agency Committee on Sustainable Development Task manager for Development Watch, UNEP should ensure that Earthwatch assists countries in developing and adopting a common set of indicators for sustainable development to be used in policy-making and environmental management at the national and international levels; a practical initial set of aggregated indicators that Governments can use in their reporting should be ready for the 1997 overview of Agenda 21 by the Commission on Sustainable Development (E/AC.51/1995/3 and Corr. 1).

9. **Action Taken**

(a) UNEP implemented this recommendation in cooperation with the Department of Policy Coordination and Sustainable Development. A set of indicators were tested in a number of pilot countries in 1997.

Recommendation 10. Facilitating the coordination of international environmental agreements.

UNEP should facilitate, within its mandate, the coordinating functions arising from the increasing number of international legal agreements on the environment with the relevant international organizations in the following areas: (a) development of international law; (b) enforcement of treaties; and (c) formulation and implementation of national legislation. It should do so by convening meetings, providing support services and exchanging information between the organizations and intergovernmental bodies involved. The goal of such UNEP activity should be to facilitate common planning and avoid duplication, taking into account the work and recommendations of the Commission on Sustainable Development (E/AC.51/1995/3 and Corr.1).

10. **Action Taken**

(a) UNEP organized several expert meetings on issues such as the relation of environmental law and sustainable development, ability and compensation of environmental damage.

(b) Assistance was given to requesting countries for the development of national environmental legislation.

(c) Since 1995 coordination meetings of environmental conventions secretariats were held twice a year, participation in the meetings was expanded to include convention secretariats not administered by UNEP and other international organizations.

(d) UNEP is currently restructuring and a division of Coordination of Convention Secretariats has been established. This new division will ensure linkages between UNEP activities and those of the Convention Secretariats. Conventions will also become a strategic tool through which UNEP could influence the Global Environmental agenda.

Recommendation 11, A comprehensive database on national and international environmental law

The mandated development of a comprehensive database on national and international environmental law, and of related user services, should be implemented without duplicating services already well developed in other organizations. The

partnership between UNEP and the IUCN Environmental Law Centre should be strengthened, the IUCN database should be used as the core archival system for the environmental law and UNEP should provide IUCN with the necessary support to enable adequate maintenance and further development, in particular to satisfy UNEP requirements. UNEP should concentrate its resources on developing services to users and partners.

11. Action Taken

(a) In 1996 UNEP and IUCN agreed to integrate the environmental law information held by the two organizations. This integration of information is currently in progress. Work is also in progress of establishing a global data bank, including the development of a common core archival system as well as a pilot joint legal information service.

Recommendation 12, Support services to convention secretariats

UNEP should provide adequate support services to those convention secretariats it administers. UNEP could assist in obtaining additional funding for secretariats to implement national projects where their expertise is required. In carrying out its responsibility as administrator of convention secretariats, UNEP should ensure that, for example, work programmes are implemented and that this is done in an economical manner in conformity with decisions of the parties. To carry out these tasks, UNEP should establish a support unit with the required administrative and substantive capacity; this unit should also liaise with other secretariats of international environmental agreements to advance the implementation of Agenda 21 mandates regarding environmental law and to avoid duplication of support services.

12. Action Taken

(a) UNEP continued to provide administrative support to the environmental conventions, through the then Programme Support Services. UNEP also seconded a senior staff member to the Convention on Biological Diversity. By the end of 1997, UNEP had completed a review of the administrative aspects of the arrangements as requested by GC. decision 19/9c. UNEP's Environmental Law and Institutions also supports conventions by providing legal advice as requested.

(b) During the current restructuring, a division that Co-ordinates Convention Secretariats has been established. A new supportive system to convention secretariats is being developed and thus the recommendation is being fully implemented.

Recommendation 13, Resources for environmental law and institutions

The share of resources allocated to the environmental law and institutions subprogramme should be restored to the 1992-1993 level. A task force representing different sectors of UNEP should be established to design a programme that co-ordinates and utilizes all work and related resources on environmental law and institutions within UNEP.

13. Action Taken

(a) The state of Environmental Fund resources allocated to the Environmental Law and Institutions Subprogramme was reduced by Governing Council decision 16/27 from 8.5 per cent for the biennium 1992/1993 to 4 per cent for the biennia 1994-1995 and 1996-1997. In 1997 Governing Council decided to allocate 5.5 per cent of the Environment Fund resources to this subprogramme for the biennium 1998-1999.

(b) During the review period 1995-1997 UNEP was able to raise additional funds in support of specific environmental law activities, such as the environmental law and institutions in Africa capacity building project. Therefore, while the share of funds allocated to environmental law decreased, some gains were made from these additional funds.

(c) Further, the task force envisaged in recommendation 13 was not established, but there is improvement in the coordination of environmental law activities within UNEP. Following this recommendation the task of coordination was assigned to the Assistant Executive Director who supervised the work of a number of UNEP substantive units including the environmental law programme. It has not been possible to implement this recommendation in full given the reduced Environment Fund resources and the changing priorities and emphasis in UNEP's work programme.

Recommendation 14, Capacity-building

Regarding capacity-building, UNEP should focus on (a) providing information services to other organizations and to Governments for use in strategic planning for sustainable development; and (b) providing technical guidance and policy advice for the development of national environmental law and institutions.

14. Action Taken

(a) UNEP took several initiatives to support capacity-building in the two areas identified in the recommendation. Such capacity-building activities as those carried out under the ENRIN project were initiated. UNEP was given a new mandate by

the Nairobi Declaration which asked UNEP to take responsibility for the provision of policy and advisory services in key areas of institution building. UNEP continues to implement this recommendation to the full.

Recommendation 15, Needs assessment for capacity-building

The primary source of assessment of needs should be the UNDP resident representatives, acting in their capacity as UNEP representatives at the country level. Where required, UNEP regional offices should be the link between UNDP resident representatives and UNEP central programmes. UNEP should supply UNDP resident representatives and country representatives of organizations such as the World Bank and the United Nations specialized agencies supporting the development and implementation of national plans, with regular information on what UNEP activities could be organized and services provided.

15. **Action Taken**

(a) In 1995 UNEP and UNDP finalised and signed a Framework Agreement for cooperation in Capacity-Building, whereby UNDP resident representatives act as UNEP representatives at Country level and are the primary source of the assessment needs. UNEP and UNDP work closely together in developing environmental law and related human resources in various countries in Asia and Africa.

Recommendation 16, UNEP role in environmental training

UNEP should not develop its own training capacity, but should promote collaboration among a core group of international organizations which have the capacity to organize specialized training programmes. UNEP should provide assistance to these organizations and, in particular, staff support in specialized areas at the request of the implementing organization. UNEP should promote necessary follow-up activities six months to a year after the training, or at some other appropriate interval, and draw lessons from this experience.

16. **Action Taken**

(a) UNEP has not as yet defined a strategy to promote collaboration among a core group of international organizations as envisaged in the recommendation. However, UNEP has continued to organize training activities and to support mechanisms such as regional environmental training networks to disseminate information on training needs.

(b) Regarding results of training, participants are asked to complete an evaluation form on the last day of the training. Evaluation forms are also sent to participants a year or more after the training. All the evaluation forms are analysed by the Evaluation Unit and the results are not only shared with programme, but are also included in the Annual Evaluation Report.

(c) Given the current restructuring of the organization and programmes, the area of environmental training is also being reviewed and the recommendation hopefully addressed more meaningfully.

Recommendation 17, Strategy for environment information

Apart from national Governments, the major groups to whose needs for environment information UNEP should be responding are those specified in chapters 23 to 32 of Agenda 21. Decisions to continue existing or produce new information material should be based on (a) a demand-driven process, (b) the assessment that no other organization is better placed to produce and distribute the material, and (c) use of the most cost-effective medium, decided on a case-by-case basis and taking into account the capacity of re-disseminators. This strategy should be implemented in close collaboration with the regional offices. UNEP should monitor systematically through its regional offices and focal points whether or not the information material it produces or sponsors is reaching the intended target group, and how effective it is. Based on the results of this monitoring, the present range and number of information activities should be reduced by terminating the least effective activities.

17. Action Taken

(a) UNEP is implementing the recommendation through its regional offices and government focal points, which monitor the extent to which the information is reaching its target groups and its effectiveness.

(b) Evaluations and surveys from headquarters have also been used in the past to determine effectiveness of the system. Implementation of this recommendation has been hampered by a reduction of the Environment Fund resources since 1996.

(c) Use of UNEP network of National Committees as partners for redisseminating UNEP information materials to Governments, non-governmental organizations, major groups and the general public has proved to be efficient and cost effective. Less effective activities have been discontinued such as the support to the information media of non-governmental organizations and the services of regional youth advisers.

(d) In fulfilling the recommendation, greater emphasis is now being placed on repackaging existing information materials produced by programme in response to specific needs and demands. This recommendation is being fully implemented given the financial constraints.

Recommendation 18, Information broker to policy makers

UNEP should design its information services to governmental and business and industry decision makers primarily in the capacity of information broker; these services should facilitate access to existing quality information and format the

information to respond to specific questions; these services should not be delivered primarily through hard-copy publications.

18. Action Taken

(a) In 1994 UNEP decided to integrate all its headquarters information services in one information centre to develop a co-ordinated information delivery system. This was meant to facilitate easy access to information by regional and national level users. The integration of the UNEP information services will ensure more efficient access to information. UNEP continues to provide hard copies to Target groups, and uses the electronic media to distribute information to those who have access to this technology. Further, regional office information functions have been enhanced by the deployment of information officers to the regions.

(b) INFOTERRA continues to maintain a network of 177 national focal points to provide an environmental information service to a wide range of users at national level and service the needs of international users upon request.

(c) UNEPnet continues to be developed as UNEP's environmental Internet using the infrastructure of MERCURE earth stations.

Recommendation 19, Public information material

UNEP should provide public information material designed to be of direct use to journalists and media representatives following the same time-delivery standards and methods of drafting and presentation as news agencies.

19. Action Taken

(a) UNEP continues to provide information materials in different formats in order to satisfy the needs of different users. Information products such as the magazine Our Planet and several films produced in collaboration with Television Trust for the environment are valuable to UNEP's work. UNEP still produces materials for the press.

(b) Further, some initiatives aimed at building partnerships with the media have been taken. In 1997 UNEP developed a communication strategy which has facilitated the introduction of communication activities at all levels of programme planning and implementation.

Recommendation 20, Outposting of programmes to regional offices

Headquarters units, such as the Environment and Economics and Freshwater units, with limited staff resources and a programme of work requiring mostly frequent interactions with programmes outside of UNEP, should be outposted to the location of the regional office where the most interactions occur. Programmes such as the

biodiversity and dryland ecosystems and desertification control programmes, for which a large part of the data, experience and supporting institutions are available in a region, should be co-located with the UNEP office in the region.

20. Action Taken

(a) UNEP strengthened the regional offices by outposting of officers in such fields as environmental law, industry and natural resources.

(b) In fulfilment of this recommendation Environmental Economics was moved to Geneva and a GPA office was established in the Hague to deal with Land Based Sources of Pollution.

(c) UNEP in 1997/1998 evaluated the use of Outposted Officers to the regions and the results show that in a majority of cases this approach was beneficial. The full results are contained in the Annual Evaluation Report (an intersessional GC document already distributed to Governments).

(d) GC 19/22 requested the ED to undertaken an evaluation of the role, functions and management of the Regional Offices. The subsequent report was to be submitted in advance of the next session of the GC, at which time funding levels of the Regional Offices would be reviewed. At its November 1997 meeting, the CPR agreed to collaborate closely with the Secretariat in the preparation of the efficiency and management studies called for in GC decision 19/22. This was to be finalized in time to be presented at the Special Session in May 1998. A Task Force was established, the report of which, contained the following recommendations:

(i) A central component of the Secretariat's report on Regional offices (called for in GC. 19/22) should be the establishn nt of a common core mandate and set of regional responsibilities for all regional offices and adequate funding requirements for each regional office, so that they can deliver equally on this mandate. Additional and separate funding would then be provided to regional offices with additional, global responsibilities.

(ii) As the ED is responsible for the efficiency and effectivenss of the regional offices, the ED should ensure a clear definition of the functional and structural relationship between UNEP and its regional offices.

(iii) One of the primary responsibilities of the regional offices is to encourage Governments, including through regional environmental bodies, to develop and articulate regional priorities for UNEP as part of the GC budget development and approval process; and

(iv) Regional offices should be an integral part of and should be consulted early and throughout, UNEP programme preparation, prioritization and implementation processes.

(e) The Special Session of the GC reviewed this report. In Decision SS.V/1 the Governing Council followed up on the issue of regional offices. Paragraphs 15 to 17 contain specific requests to the ED on regional offices:

15. Urges the ED:

(a) To work with Governments to establish a common core mandate and set of regional responsibilities and propose adequate allocations for each regional office, while recognizing the specificities of each of the offices;

(b) To ensure that regional issues pertaining to the programme preparation, prioritization and implementation processes of the UNEP are part of its core mandate;

(c) To present to the GC at its 20th session a comprehensive report on the functioning of the regional offices;

16. Further urges the ED to ensure a clear definition of the functional and structural relationship between UNEP and its regional offices;

17. Requests the ED to propose to the GC at its 20th session measures for the strengthening of Regionalization and decentralization through the involvement of regional ministerial and other relevant forums, as contained in paragraph 4 (b) of the Nairobi Declaration, and to take into account the financial implications of such measures.

In response to this, UNEP has prepared the document GC.20/28, entitled "Report on the Functioning of the Regional Offices and Proposed Measures for the Strengthening of Regionalisation and Decentralisation", which addresses the above issues.

Recommendation 21, Support to major groups

UNEP should establish a strategy of collaboration with non-governmental organizations and other organizations representing the major groups aimed at broader involvement of these groups in UNEP's activities and a gradual increase of projects implemented by non-governmental organizations. A co-ordinator should be designated to follow up the implementation of this strategy in all UNEP programmes.

21. Action Taken

(a) In response to this recommendation Governing Council in its decision 18/4 noted the recommendation and the crucial partnership role identified for NGOs in Agenda 21, requested the Executive Director to develop a policy

framework and appropriate mechanisms for working with NGOs. Governing Council also requested the assigning of the function of co-ordinator to an existing senior position to be responsible for this.

(b) In 1996 the inputs of NGOs were used to develop a policy framework for working with non-governmental organizations. UNEP also launched the Environmental Citizenship programme in 1996 and located it in the Mexico office. This programme established new partnerships with parliamentarians, religious groups and professional associations.

(c) An NGO co-ordination unit has been established during the recent restructuring exercise. This unit should further facilitate the full implementation of this recommendation. This new development also responds fully to the decision of the Governing Council and of this recommendation by appointing a Co-ordinator.

Recommendation 22, Fund-raising

UNEP should formulate an overall fund-raising strategy for environmental activities and establish a mechanism to implement it. The mechanism should include the provision of advice to all UNEP units as well as other organizations inside and outside the United Nations system on funding opportunities to complement and multiply the impact of the Environment Fund. UNEP should continue to facilitate the procurement of funding by endorsing those projects closely related to its programme of activities.

22. Action Taken

(a) UNEP has formulated a fund-raising strategy following this recommendation. The resource mobilization strategy includes advice and training and this was provided to all professional at headquarters.

(b) The Resource Mobilization Unit supports efforts to increase voluntary contributions to the Environment Fund. The Unit also complemented the fund-raising by securing counterpart contributions and trust funds.

(c) The implementation of this recommendation has been affected by the reduction of staff in the Resource Mobilization Unit to 1 professional and 1 support staff.

(d) The Clearing House for Technical Cooperation, which provided additional capacity for fund-raising was discontinued owing to staff cuts.

Recommendation 23, Office of Internal Oversight Services study of the effects of the reorganization of UNEP

Considering the substantial reorganization of UNEP which took place in 1993 and 1994, an independent study should be carried out by the Office of Internal Oversight Services by the end of 1996 to review the effects of this reorganization and assess the management situation in UNEP.

23. **Action Taken**

(a) The Committee for Programme and Coordination considered the report of the OIOS (A/51/810). Governing Council at its Nineteeth session in its decision 19/29 requested the Committee of Permanent Representatives to make specific recommendations to the Twentieth Session of GC as to how to make the Secretariat more efficient, effective and transparent.

(b) GC in its decision 19/22 Section III paragraph 6 requested the Executive Director, in consultation with the Office of Internal Oversight Services, to undertake an evaluation of the role, functions and management of all UNEP regional offices and to submit a report thereon in advance of its twentieth session. (See recommendation 20)

(c) OIOS undertook an indepth study of UNEP and the report was submitted to CPC.

Conclusions

UNEP has implemented, or has made significant progress towards the implementation of all the Evaluation recommendations. The implementation of these recommendations has been impacted by a decrease in the Environment Fund contributions, leadership changes in some of the key areas and the restructuring of the organization. UNEP has, however, attempted to stay as close as possible to the recommendations of OIOS and the decisions of its Governing Council. Further UNEP has implemented the recommendations of the indepth study undertaken by OIOS following recommendation 23 of this report.